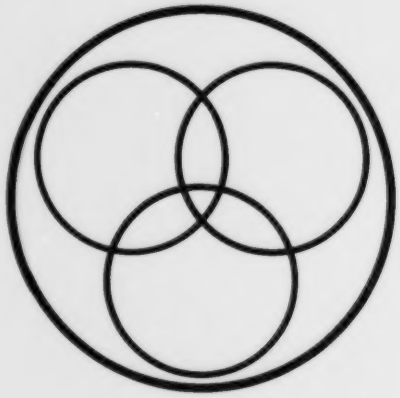
SUSTAINING
THE LIVING LAND

The Report of the British Columbia Task Force on Environment and Economy



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Acknowledgements

The members of the Task Force would like to acknowledge the assistance provided by our Executive Secretary and his staff and the many individuals who gave freely of their time in meeting with us. Most importantly, we recognize our debt to all of the people who made the coniderable effort to bring their views and aspirations before us.

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Honourable Bruce Strachan
Minister of Environment

Honourable Elwood Veitch
Minister of Regional Development

Dear Sirs,

It is our pleasure to present to you the report of the British Columbia Task Force on Environment and Economy entitled *Sustaining the Living Land*. This report contains our conclusions, based on our own discussions, on consultations with leading experts in the field and on the thoughtful insights of more than 200 associations, organizations, businesses and individual British Columbians, who sent us their written briefs.

Our unanimous recommendations are intended to provide a solid foundation for a truly sustainable future. In achieving that goal, we depend heavily on your political leadership but, ultimately, our success will require the collective will and effort of every British Columbian. This Task Force remains fully committed to assist with this process in whatever way we can.

David Strangway
Chairman

Bert Brink

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Matt Vickers

Foreword

In 1961, Magistrate Roderick Haig-Brown, the renowned author and naturalist, published his landmark account of the natural resources of British Columbia entitled, *The Living Land*. In his own unique style, Mr. Haig-Brown summarized the first twelve years of the annual B.C. Natural Resources Conference. His book continues to remind us how intricately our lives are interwoven with our natural environment.

Today, British Columbia faces new challenges as we seek to integrate economic development more effectively with environmental protection and conservation. Throughout the province, individual citizens are exploring new avenues to sustain our society and our culture through the integration of these two often divergent objectives. It is the Task Force's sincere hope and desire that our recommendations will begin the process of *Sustaining the Living Land*.

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Executive Summary

British Columbia is today challenged to ensure that our efforts to meet our material needs do not compromise our environment, our economy or our society. Through the World Conservation Strategy, the World Commission on Environment and Development (WCED) and Canada's National Task Force on Environment and Economy, the concept of sustainable development has been introduced as a strategy to strike such a balance and promote the interdependence of the environment and the economy.

After the National Task Force's Report was endorsed by Canada's ten Premiers and the Prime Minister in November of 1987, each jurisdiction began the process of implementing the report's principles. In British Columbia, a Task Force on Environment and Economy was established to consider processes that might be applied in this province to foster sustainable development.

Members of the Task Force were asked to review the World Commission's report, *Our Common Future*, and the *National Task Force Report* and to recommend to government how their principles could be implemented in this province. Specifically, the Task Force was asked to make recommendations on the following subjects:

- the function, role and membership of a permanent provincial Round Table on Economy and Environment;
- the elements of a provincial conservation strategy that will support sustainable economic development;
- a communications/public education program to promote understanding of the relationships between the environment and economic development; and
- the desirability of adopting other National Task Force and World Commission recommendations in British Columbia.

In addition to these matters, the Task Force considered it appropriate to look into the adoption of dispute resolution mechanisms that might be used to mediate contentious environmental issues.

Despite the limited time available, groups and individuals, representing a broad spectrum of viewpoints across British Columbia, prepared more than 200 thoughtful, substantive briefs and submitted them to the Task Force. Based on these submissions, on technical and background information, supplied by Provincial Ministries, and on its own deliberations, the Task Force reached unanimous agreement on these general conclusions:

- that a Provincial Round Table should be established,
- that the Round Table should lead the development of British Columbia's Sustainable Development Strategy,
- that the process of resolving environmental disputes should be improved, and

- that public "environmental literacy" should be fostered.

The specific recommendations are presented in their entirety in Chapter 3 of this report. A summary follows:

General

1) **The Cabinet Committees on Regional Development and Environment and Land Use should be combined into a single Sustainable Development Committee. This may require some amendments to existing legislation.**

Round Tables

2) **A permanent Provincial Round Table should be formed as an advisory body to Cabinet. It should consist of individuals whose wide range of views reflect the full spectrum of environmental and economic interests.**

3) **The mandate of the Provincial Round Table should be drafted to include the following responsibilities:**

   - **to develop a strategy for achieving sustainable development in British Columbia;**
   - **to recommend processes and mechanisms for the resolution of land use and other environment-economy conflicts;**
   - **to advise Cabinet on environmental, land use, or economic development issues referred to it by Cabinet and to foster resolution of land use or other environment-economy disputes in situations where all affected parties have agreed to submit their problems to the Round Table;**
   - **to review and monitor the production of "State of the Environment" reporting, as completed by the Province;**
   - **to direct special studies and research to be conducted on matters under consideration by the Round Table;**
   - **to keep the public informed of its activities and progress, including the design of a Sustainable Development Strategy; to inform the public how it can participate in formulating the strategy; and to disseminate information about the resolution of conflicts;**
   - **to monitor the Province's progress in implementing recommendations identified as important environmental and economic issues in Section 3.2 of this report, as well as the implementation of other recommendations of the National Task Force on Environment and Economy;**

- to receive and consider submissions from concerned individuals and groups on issues and problems.

4) The Provincial Round Table should create a framework to encourage regional participation, and should foster regionally based coordinating networks which may lead to the creation of Regional or Community Round Tables, should such bodies be desired.

5) The Provincial Round Table and associated regional coordinating networks should be supported in their work by an executive director and a small professional support staff, independent of government ministries.

6) The base operating budget for both the Round Table and its staff should be supplied by the Provincial Government. The private sector and non-government public organizations should be actively encouraged to contribute additional funds and volunteer labour for special research and communications projects, without gaining privilege or preferential consideration.

Sustainable Development

7) British Columbia should develop a Sustainable Development Strategy aimed at integrating environmental conservation and economic development. The Provincial Government should immediately initiate the strategy by assigning this task to the Provincial Round Table.

8) The Sustainable Development Strategy should be comprehensive in scope, embodying the full range of environmental conservation and economic development issues.

9) The Sustainable Development Strategy should ultimately be approved by the British Columbia Cabinet;

10) All user groups and the general public should be encouraged to participate fully throughout the preparation of this strategy.

Dispute Resolution

11) Techniques of negotiation and mediation should be introduced to resolve environmental conservation and economic development disputes with the Round Table fostering these techniques in instances when all affected parties agree to the process.

12) The public should be informed of the formal processes of dispute resolution available. The Provincial Government should prepare a public document that clearly explains the policy and process for initiating dispute resolution techniques.

Communications and Education

13) The Provincial Government should initiate "in-house" training programs on sustainable development principles and applications for its staff in all Ministries dealing with environment, land use, and economic development issues.

14) The Background Papers prepared by each Ministry should be edited into a single document and published as an initial guide to current sustainable development practices in British Columbia.

15) The provincial Round Table should play a key role in disseminating information and facilitating public awareness.

16) An information officer should be appointed to serve the Round Table in order to provide the main liaison with the media, community groups, or other interested parties.

17) A system of awards should be established to recognize those individuals or companies that have made significant efforts in the area of sustainable development.

18) Recognizing the demands placed upon the education system in introducing new curriculum, the Round Table should work with the Ministry of Education to coordinate the development of suitable course materials on sustainable development.

Scientific and Research Activities

19) A British Columbia Institute for Sustainable Development should be created. This institute would not be associated with any one university but would draw on the existing expertise at all the institutes for higher education and research. The institute would be an interdisciplinary network to foster advanced research and not a centralized facility. The Round Table should be instructed to recommend the nature and mandate of this institute and to seek the necessary resources from government and the private sector for its operation. The institute would develop an action agenda for research in science and technology, in health science and socio-economic studies.

Other

20) The Provincial Government should complete and publish an Action Plan as recommended by the National Task Force, outlining an appropriate implementation strategy for the National Task Force's recommendations.

21) The Round Table should be given the mandate and responsibility for monitoring the province's progress in implementing the Action Plan.

22) **The Provincial Government should take action in the areas of State-of-the-Environment Reporting and Demonstration Projects.**

1

The Origins of Sustainable Development

1.1 Introduction

As British Columbia enters the last decade of this century, we are challenged to ensure that our society's collective desire to meet material needs does not compromise the sustainability of our environment, our economy or our culture. More than ever before, Canadians are aware of our place in the "global commons," and of the interrelationships between environmental health and stability and economic security.

With its physical size and relatively low population, British Columbia affords great opportunities for both environmental conservation and economic prosperity. However, we must acknowledge the significant limitations of this province's renewable and non-renewable resources, as greater demands are placed on them. The rich diversity of our natural resources and prosperous economy confers a special responsibility to demonstrate leadership to the world in the prudent management of the interdependence of the economy and the environment. When there is harmony between the integrity of the environment and the dynamics of the economy, not only are the two sustainable over the long term, but also the social and cultural richness of our society can be sustained and enhanced as well.

The conservation movement was born in North America one hundred years ago, when it became apparent that, even on the western frontier, there were finite limits to development. In response, the first great wilderness parks were set aside: Yellowstone, Yosemite, Banff, Jasper, and Algonquin, to name a few.

Faced with the rapid depletion of agricultural soils, of old growth forests, and of other vital natural resources, professional resource managers fostered the concept of conservation as "wise use." The idea, that renewable resources ought to be managed prudently in order that they could be sustained, gained wide acceptance. Today, it is the cornerstone of resource management.

Even though the principle of wise use was widely accepted; in practice, conservation has been difficult. The idea directly confronts the operation of economies on a fundamental level since economies have been driven by demand for goods and services without an adequate consideration of environmental consequences.

After the Second World War, as North America became more affluent, the recognition grew that our industrial, consumption-oriented society was polluting the atmosphere, the waters, and the land. The global economic expansion in the 20th century, driven by rapid technological advances, population explosion, consumer demand and the burgeoning flow of capital, has accelerated at an unprecedented rate, imposing major stresses on the environment.

Ecology and Economy therefore are becoming ever more interwoven locally, regionally, nationally and globally into a seamless net of causes and effects.

World Commission on Environment and Development

Sustainable Development is a human event, not just a technological progression or business venture.

Sustainable Development Committee of the B.C. Environmental Network, Brief #107

The 1960's were marked by an unprecedented awakening of environmental consciousness. Many writers contributed to this awakening. Rachael Carson's book *Silent Spring*, among others, asserted that the world was a single, sensitive ecosystem and that mankind was endangering its integrity. Although these concerns were largely confined to the more affluent regions of the globe, they fostered a broad-based social movement, based on the recognition that developed nations were the greatest contributors to global pollution, species loss, and resources consumption.

In response to these concerns, governments became active participants through legislation in monitoring and enforcing pollution control, environmental protection, and preservation of wilderness, wildlife, and ecological values. In the 1970's across North America and many other parts of the world, a much higher level of environmental standards for economic development were adopted.

On a world scale, however, despite the domestic environmental programs of certain affluent regions, the quality and health of the planetary ecosystem has continued to decline as the demands of economic activity increase. With two thirds of the world's population struggling for survival and the world's wealthier nations continuing their pattern of resource consumption, the pressures on the environment are staggering.

In 1972, the United Nations held a global summit on the Environment in Stockholm, Sweden. Here for the first time, world leaders gathered to discuss the environmental consequences of the postwar industrial expansion and to chart a strategy for action. The United Nations Environment Program, formed in response, provided a focus that led to the development of the World Conservation Strategy in 1980 and ultimately the World Commission on Environment and Development in 1983. The Commission, which has become known as the Brundtland Commission after its chairperson, Madame Gro Harlem Brundtland, the Prime Minister of Norway, was composed of individuals from government, business, academe, and environmental groups around the world. Their report, *Our Common Future*, was completed in 1987 and became an immediate best seller, introducing and popularizing the concept of sustainable development.

Our Common Future recognizes that economic growth is essential to generate the capital needed to fund environmental and social improvements. However, economic growth must be redefined in the context of the stability of social, cultural and natural systems. In the World Commission's view, this change

"...is required in all countries as part of a package of measures to maintain the stock of ecological capital, improve the distribution of income, and reduce the degree of vulnerability to economic crises."

In the absence of global environmental institutions, the Bruntland report asserts that ecological deterioration can be slowed by individual countries working toward sustainable development, and by developed countries, such as Canada, taking the lead in international cooperative efforts to achieve sustainability. Brundtland urges the re-orienting of our policies to reverse long term environmental trends that are undermining our ability to sustain a healthy, life-enhancing environment into the future.

1.2 Canada's Response

Canada is taking a leadership role in devising a framework for implementing a national sustainable development policy. The National Task Force on Environment and Economy was established in October 1986 by the Canadian Council of Resource and Environment Ministers (CCREM) in response to the message delivered by the Brundtland Commission during their visit to this country. Indeed, Canada was one of the Brundtland Commission's earliest and strongest supporters and was one of only four countries to host the Commissioners as they conducted their hearings and studies.

Canada's National Task Force was struck to initiate dialogue among Canada's Environment Ministers, senior executive officers from Canadian industry, representatives from environmental organizations, and the academic community. The mandate of the Task Force was to "foster and promote environmentally sound economic development."

In its 1987 report, the Task Force defined "sustainable economic development" as that which:

"...ensure(s) that the utilization of resources and the environment today does not damage prospects for their use by future generations."

The central message: sustainable economic development is fundamental to continued economic prosperity both within Canada and throughout the world. Their report, emphasizing anticipation and prevention, placed a priority on breaking down the barriers that have resulted in a sectoral approach to planning and development.

The National Task Force report set out forty explicit recommendations tailored to Canadian needs and aspirations. Seven major subjects were addressed:

- informed decision-making;
- demonstration of leadership on the part of both government and industry;
- establishment of round tables;
- development of conservation strategies;
- commitment to international responsibilities;
- strategies for communications and education; and
- preparation of action plans.

There is no "body of knowledge" here; we are all in "the gap" together.

Sustainable Development Committee of the B.C. Environmental Network, Brief #107

Access to land is crucial to extending the long-term continuity of the mining industry and thus sustaining a flow of the resources needed by society.

Mining Association of B.C., Brief #3

These recommendations were designed to promote environmentally sound economic growth and development, so that neither economic growth nor environmental protection would be isolated from the other.

The concept of sustainable development offers the possibility of achieving a better integration of environmental and economic policy objectives. It bridges two dominant contemporary ideologies: the "biocentric" view, in which nature's needs must take precedence over those of human society, and the more traditional "anthropocentric" view, in which humankind has dominion over the earth and all living things. Achieving sustainable development requires that the quality and intensity of economic development be carefully balanced with the sustenance of a healthy natural environment. Both represent the foundation of all planetary life as well as the source of society's resources. Long term equitable wealth and well-being is the goal. Thus, "development" embodies more than mere economic output or consumption, it affects the quality of life as well.

Based on current definitions of sustainable development, a number of principles can be derived:

- Decisions on environmental and economic issues are interdependent and should be integrated at the local, regional, provincial, national and global levels;
- Ecological integrity should be assured, including prudent and wise use of renewable and non-renewable resources on a sustained yield or conservation basis that ensures opportunities for future generations;
- The fundamental needs of present and future generations must be met, including food, shelter, employment, clothing, community stability and human dignity, equity and justice;
- The human and natural environments must be protected or restored over the long term;
- Consideration of non-economic values including ethics and non-human needs should be encouraged.

After the National Task Force's Report was endorsed by Canada's ten Premiers and the Prime Minister in November of 1987, each jurisdiction began the process of implementing the report's principles. In British Columbia, a Task Force on Environment and Economy was established to consider processes that might be applied in this province to foster sustainable development. The full terms of reference and the process followed by this Task Force are described in Appendix Two.

2

Society, Environment and Economy in British Columbia

2.1 A Brief Review of Integrated Natural Resource Management in British Columbia

Since the Second World War, natural resource management in B.C. has progressed considerably. During this time, we have moved from a tradition of frontier exploitation to an increasingly judicious management of a complex array of resources and resource uses. Three phases are discernible in the post war period: an *inventory phase*, an *integration phase* and a new and emerging *sustainability phase*.

Following the war, resource management professionals concentrated on preparing an inventory of the various resources of the province. Beginning in 1948, the newly appointed provincial Director of Conservation organized the British Columbia Natural Resources Conference. From 1948 to 1967 this influential body produced 17 volumes of conference proceedings on the natural resources of the province. Much of this early work was directed towards taking inventories of resources so that they could be managed and utilized for their "highest and best use." Often this management was undertaken from the narrow focus of a single Ministry or Agency, maximizing its share of the resource base through the provisions of a single purpose statute.

In the 1960's, competition for the land base grew more intense as the economy and society of British Columbia developed more diverse interests and as each interest group became more assertive. By the late 1960's, a growing recognition of the need for coordinated planning and problem solving became apparent. The notion of integrated management became the focus of the next phase of government policy, and this general approach was dominant into the 1980's.

In response, the government organized an ad hoc Land Use Committee of Cabinet in 1969 which, following passage of the *Environment and Land Use Act* in 1971, soon evolved into the Environment and Land Use Committee of Cabinet (ELUC). This landmark statute bestowed broad powers upon the Committee, giving it the ability to override all other statutes in matters relating to the environment and to land use. The creation of this Cabinet Committee and the passing of the *Act* constituted the first formal steps toward integrating society's multiple objectives for natural resources.

Throughout the next decade, a series of initiatives were undertaken to create an institutional structure designed to promote integration. Regional administrative boundaries were standardized for government ministries represented on ELUC, and a Resource Management Committee, composed of the regional directors from each of the ministries, was set up in each of the seven regions of the province. The powers of the Regional Districts

As one participant put it, when conflicts over resources did occur ". . .we all knew each other on a first name basis and could settle many issues with a phone call."

Systems have been put into place to permit good solid resource management and for the most part these systems are still viable although, without exception, they lack adequate manpower to be effective.

P.J.B. Duffy and Associates, Brief #188

under the *Municipal Act* were expanded and Regional Planning and Technical Planning Committees were formed so that provincial agencies could assist the districts in their planning tasks. As a special case, the Islands Trust was established as a citizen's body overseeing all development and policy affecting this unique region.

In 1973, the ELUC was given a professional staff separate from the ministries. This Secretariat was responsible for developing a series of formalized Environmental Impact Assessment Mechanisms for mining and energy projects. Guidelines for economic benefit-cost analysis of resource use decisions were also published by ELUC itself. At the regional level, a series of resource planning projects were undertaken to try to resolve disputes and provide a planned basis for both economic development and environmental protection.

Through the 1970's, major resource statutes were revised and new ones such as the *Environment Management Act* were written. The nation's first *Ecological Reserves Act* was established in B.C. in 1971. The system of provincial parks was vastly expanded in the 1970's to include many new wilderness parks, and a significantly strengthened *Park Act* was passed in 1978. In the same year, a new *Forest Act* was adopted. Based on the findings of a Royal Commission, it promised a new era of integrated management on public lands and as a result much of the crown land base was transferred from the *Land Act* to the *Forest Act*.

As the principal land manager, the Ministry of Forests undertook a major program of decentralization and initiated comprehensive public involvement and planning programs. These government initiatives, together with many other programs and policies, were the culmination of an effort to respond to widespread public interest in a more concerted approach to environmental conservation.

In 1976, the Cabinet Committee on Economic Development (CCED) was formed. It was designed to foster cooperative decisions among ministries concerned with economic development issues. Many issues are pertinent to both committees, however. The separation of their roles, although sound in theory, may not have facilitated coordination between economic decisions and environment/land use decisions. Recently, CCED was replaced by a Cabinet Committee on Regional Development including the ELUC members.

In the 1980's, public debate over resource and land use decisions has intensified. While certain coordinating and integrating mechanisms were lost as government downsized, British Columbia remains well supplied with internal government mechanisms -- programs, processes and strategies -- aimed at environmental conservation. Each has been helpful, but has tended to

produce the impression of an ad hoc approach to decisions.

In contrast to earlier decades, the demand for resources of all kinds now seems to outstrip supply capabilities; to many, British Columbia no longer seems to possess sufficient supplies of resources to satisfy demand, particularly in the face of competing interests. In this context, the desire for a more strategically planned approach to integrating environmental conservation and economic development has emerged at all levels -- government, industry, the public.

The public, concerned about the shrinking availability of resources, appears to be increasingly cynical about the ability of these mechanisms to be responsive in protecting its interests. Assertive, well organized groups on both sides of the environmental protection/economic development debate frequently urge a greater degree of coordinated planning and seek greater levels of public access to the decision making channels of government. A principle difficulty lies in emphasizing programs aimed at protecting environmental quality, particularly during periods when economic activity needs considerable bolstering.

While there are a plethora of process-oriented regulatory mechanisms within the government at present, such as the seven statutes that govern the Ministry of Environment, the public remains concerned about their effectiveness. This concern was expressed in various ways in many of the submissions.

Considerable frustration, cynicism, and concern was expressed about a wide range of issues -- some generic and many specific -- that the public perceives to be significant. Clearly, the perception is that existing policies and programs are insufficient to achieve balanced integration. As a consequence, there is evidence that the public's response to government decisions can be confrontational.

The major issues mentioned most frequently were forest management, Native land claims, pollution, loss of agricultural land, inadequate preservation of natural systems, standards of industrial development, awareness of public attitudes, energy management and conservation, and government's management capabilities. In an overwhelming number of submissions, forest land allocation and management practices were cited as the most important matters requiring government and public attention.

2.2 Native Land Claims

The matter of Native land claims was mentioned in a number of briefs and therefore merits special comment. Submissions to this Task Force point out that environment-economy integration and land claims are substantive and critical issues that overlap and influence one another.

Although the call to settle or deal with Native land claims was raised

What bothers me about "Sustainable Development" is that the industrial interests got the noun and all we got was the adjective.

An environmentalist as quoted to a Task Force member.

The concept of sustainable development cannot be easily broken down into issues which have greater or lesser importance. The issues we are concerned with (from air quality, water quality, land base issues, human health, environmental health, through to the plight of the world's poor), will all play a role in determining the outcome of our search for a healthy environment based on the principles of sustainable development.

B.C. Medical Association, Brief #190

in many submissions, it is noteworthy that none was submitted by Native Peoples' groups or associations. Two basic conclusions can be drawn. First, it is clear that non-Native British Columbians are concerned with this issue and believe it must be addressed. Second, Native organizations do not consider this short term Task Force an appropriate forum for dealing with the land claims question.

Several contributing factors underlie this second point. Perhaps foremost, as "First Nations," the Native People do not see the need to address this forum, particularly in the absence of the Provincial Government's recognition of their claims. Also, Native Peoples may not wish to prejudice litigation presently underway by participating in the work of this Task Force. Another factor is the preference in Native culture for direct, verbal dialogue, rather than written communication. Finally, there is a notable lack of trust or confidence that participation will result in any meaningful action by government with respect to aboriginal issues.

The Task Force recognizes that, while the question of Native land claims is beyond its mandate, it is an issue of public concern. Moreover, the participation of Native Peoples in issues affecting the integration of the environment and the economy is vital and should be fostered.

2.3 Defining Sustainability in British Columbia

Over the last one hundred years, the Province's economy has been firmly based on natural resource wealth. There has been a remarkable broadening of the commercial values derived from the natural environment, from exploitation of furs and gold in the earliest years to fossil fuels, forest products, wildlife, minerals, fish and shellfish, water, energy, urban land, recreation and tourism today.

Significant non-commerical values derived from the environment culturally enrich society as well. British Columbia has come to be widely recognized as the nation's most ecologically diverse region, with an abundance of habitats, species, and populations of animals and plants. Not only are these ecosystems scientific and educational storehouses of knowledge, they form the basis for considerable economic activity. They must be sustained for their own sake and for the sake of the overall health of the planet. Furthermore, the highly varied and spectacular features and landscapes of the province are of great social importance for the scenic, recreational, spiritual, and educational values.

In British Columbia as elsewhere, our economy depends upon the environment. Conversely, and perhaps ironically, maintaining the quality of the environment requires a commitment and investment,

which is dependent on a healthy economy. Sustainable development, as a concept, recognizes the need to plan for and build upon this interdependence.

The Task Force has approached the problem of defining "sustainable development" for British Columbia by analyzing the submissions it received. Virtually all submissions state that sustainable development is an important ideal or objective for society. A small number, while endorsing the general concept, point out that until sustainable development is precisely defined as a policy, taking a critical or constructive perspective is difficult. It is clear that the concept means very different things to different people. The range of opinions can be categorized into four basic groups, with some submissions reflecting more than one of these categories.

At one extreme are those who believe that sustainable development means ensuring that policies support economic development projects to sustain certain land uses over the long term. For example, the forest industry asserts that it practices sustainability, has done so for many years, and intends to continue doing so, provided there is sufficient land base to sustain production. Likewise, the mining industry indicates that to sustain production and employment levels, it must continue to have access, for exploration, to as much of the province as possible. Proper resources management is viewed by these proponents as the means of sustaining industrial development.

At the other pole are many citizens and citizen organizations who believe that sustainable development refers to limiting the impact of development on the environment in the short and long term. In this view, opinions vary on how much economic development and growth, beyond present levels, is acceptable. Some believe that as long as development is tightly controlled and limited, the environmental impact can be kept in check. However, the dominant voices in this group tend to view all economic growth and population growth -- and even maintenance of the status quo concerning the number of automobiles or amount of energy consumption -- as not sustainable in the long run, if we wish to maintain the present quality of the environment. Many of these people also hold firmly to the belief that the province and the world currently face such a crisis in sustaining the natural environment that radical measures must be adopted immediately to save the planetary ecosystem and humanity.

Between these two extremes is another widely held perspective. According to this viewpoint, it is possible to protect environmental quality while permitting economic development, provided there are adequate controls and safeguards in place to minimize environmental impacts from a given project. People who hold this view, while often recognizing that there are some serious environmental problems, tend to believe that the

Therefore, it becomes essential that we as the highest consumers of resources for our own benefit adapt to an economy and life style that is geared less to the development and accumulation of luxury goods and more to one which uses only our fair share of the world's resources.

West Point Grey United Church, Brief #161

I would avoid the word "education" as it implies a one-way exchange. A more successful mechanism would be dialogue. It is foolhardy to continue the present method of land management by "clamour" -- wherein the party with the best media coverage obtains victory.

North Island Woodlot Association, Brief #115

The municipal/ regional district planning and economic development grant program should be expanded and other incentives provided for local governments to undertake community sustainable development and conservation strategies.

Regional Consulting Ltd., Brief #86

track record and current practices regarding environmental impact in B.C. are comparatively good on the whole.

The fourth category of perspective on sustainable development reflects a global consciousness regarding the consumption of resources in Canada. According to this view, Canadians ought to practice far greater levels of conservation and ought to share resources and wealth with the lesser developed parts of the globe. Often, this viewpoint is held by people who would define sustainable development as either tightly limited growth, or as development with minimized environmental impact. Basically, people holding this belief assert that Canadians need to slow their per capita consumption of non-renewable resources if the world is to have sustainable development.

Within each category, specific opinions differ on the meaning of sustainable development. Most submissions do not recognize the possibility that their particular definition of sustainable development may not be universally held. Instead, the common perception is that people with other opinions simply do not believe in sustainable development.

The range of opinion on this issue indicates a great need for the report of the Task Force to provide direction on the meaning of sustainable development in the context of British Columbia. The public also needs to be made aware of the complex, multidimensional nature of the concept.

In earlier decades, sustainability in British Columbia might easily have been defined in terms of the assured, long term supply of raw materials for industry. There is certainly no doubt that this remains an important consideration. Our economic well being hinges upon the existence of a strong, confident industrial base. But unless the quality of the environment is protected, it is apparent that our quality of life will be diminished. Resource management professionals point out that unless resources are conserved and used wisely, their future scarcity, with serious consequences for society, is certain.

Today, it is widely accepted that long term economic and social health are closely tied to ecological health, abundance, and diversity, as well as to economic activity. Therefore, sustainability must depend upon a partnership and balance between economics, the environment, and social values and benefits. Sustainable development is not static; it is the process of maintaining a fluctuating and difficult balance as these values and their interdependent circumstances change. Central to this challenge are the conservation and protection of the quality of the natural environment and the supply of natural resources for public enjoyment, scientific and educational enlightenment, and commercial sustenance.

Based on the ideas submitted to it, the Task Force recognizes the following components to the concept of sustainable development:

- Sustainable development is a goal or ideal in which economic, environmental, and social objectives are balanced to build a society of long term prosperity, stability, and quality.
- Working towards sustainable development means evaluating and adjusting development policies and projects to ensure that the full range of economic, environmental, and social benefits and impacts are duly and thoroughly considered.
- In the long term, economic prosperity, environmental health and stability, and quality of life are mutually dependent. In pursuing sustainable development, government should aspire continually to find a proper, stable, well reasoned balance that can be sustained into the future.
- sustainable development, at its root, requires that society's current demands should not impair, diminish or squander opportunities for future generations. Prudence and vision are key.
- Local communities and the general public must be given increased opportunities to participate in economic and environmental decision making processes that affect their lives. Sustainable development should embrace a process of consensus building.

While we do not yet face an environmental crisis, this province has accumulated an "environmental deficit" through its economic growth. We must adapt, strengthen, and apply our management institutions and mechanisms to meet the challenge of harmonizing economic development with environmental sustainability.

This is not a task that government alone can or should attempt to accomplish; the support of the public and of industry is essential. Therefore, in addition to revitalizing existing structures and mechanisms, we need to institute practical means of involving a wide cross-section of British Columbia's society in consensus-building at both the provincial and regional levels. Only then, through multiple perspectives, can sound, interdependent environment-economy decisions be taken. This is the path to sustainable development for British Columbia.

...truly sustainable development will require a radical shift in our priorities. It will also require a fundamental change in decision making structures. Change of this magnitude will be impossible without the support of an informed and empowered population.

Sustainable Development Committee of the B.C. Environmental Network, Brief #107

3

Meeting the Challenge

3.1 Introduction: Approaching Sustainable Development

British Columbia contains an abundance and variety of natural resources that support the economy and enrich the quality of our lives. Today our society is more than materially affluent, it holds the key to ensuring success for the future: the natural environment. As we pursue economic strength, we bear a critical responsibility to protect the quality of the environment; it is the foundation of our economy and the basis for our quality of life.

Underlying the definition of sustainable development, in the Task Force's view, is an imperative for society as a whole to re-examine values, attitudes and relationships toward the natural environment. It is not our wish to impose one view of sustainability on British Columbians, rather this report should be viewed as an important step in helping to educate and inform society in defining its own path to a sustainable future.

Various writers on the subject of sustainable development suggest that the following general principles are fundamental:

Economic Sustainability:
Development should stabilize, and where necessary expand, the resident labour force, and help to expand and stabilize the economy.

Social Sustainability:
Development should help to maintain and, if possible, strengthen community identity by increasing compatibilities and reducing conflicts among the different interest groups.

Cultural Sustainability:
Development should be compatible with, and supportive of, the local culture and values.

Biological Sustainability:
Development should be compatible with the maintenance of ecological processes, biological diversity, and the harvesting of resources at sustainable levels.

Ethics:
The needs and values of all interest groups should be respected and considered. In addition, people have an ethical responsibility for other species.

Future options:
Policy decisions that do not foreclose future options should be given precedence; they should be responsive to the need for change.

Cross-sectoral approach:
How proposed development affects other sectors and interest groups should be given full account. Resource management should identify common interests and compatibilities among sectors, so that the integration of the variety of interests are ensured, wherever possible.

Optimal Uses:
Some resource uses are incompatible with others; consequently, a choice must be made. In determining the best use of the land, its ability to sustain use and resources should guide

Paradoxically, while the preservationists often justify increased forest management constraints and the creation of vast new wilderness areas as necessary to sustain our environment, we see forest management as practiced in B.C. as eminently sustainable development. We are therefore quite eager to help the Task Force to find a way to resolve such issues in a more rational, sustainable way.

Cariboo Lumber Manufacturers' Association, Brief #122

Sustainable development does not mean maximizing profits for short-term economic gain with the least apparent immediate damage to the environment... Rather sustainable development means to live and pursue needed economic activities to improve or maintain "our lot" in ways which sustain the total environment over time.

Rosemary J. Fox, Brief #54

decision makers, in the context of environmental, economic, cultural and social values.

Consensus and common vision: Local governments and communities should play a greater part in setting the agendas for economic development and environmental conservation. The public should be involved in decisions concerning natural resources and environment, from the definition of objectives to a full review of policies, programs and projects.

As the Task Force on Environment and Economy, we have heard many viewpoints and reviewed considerable information. Through this process, a process that must continue well beyond our term, several conclusions have become apparent:

- The health of our environment and the strength of the economy are interdependent. The long term sustainability of our society requires that these vital elements be managed in harmony.
- As a result of steps taken in the recent past, British Columbia's government has devised many legislative, policy, program and regulatory mechanisms to protect environmental quality, although all of these may not be equally effective today.
- The growth of British Columbia's economy, in the absence of completely effective conservation mechanisms, has resulted in a current environmental deficit, accumulated over many years, that needs to be corrected.
- The public is more concerned with the quality of our environment today than ever before in our history. Consequently, the public seeks information about how government protects the environment while fostering a vibrant economy, and about how individuals and associations can contribute to the sustainability of our society.
- British Columbians are keenly interested in the issue of integrating environmental conservation with economic development. While many diverse viewpoints were expressed at both provincial and regional levels, one frustration common to all is the absence of channels for public consensus building and input to decision making.
- Many individuals and organizations, representing the spectrum of society, believe that British Columbia needs to develop a clear strategy, that charts a path for sustaining the health of the environment and the strength of the economy over the long term.
- British Columbians - business, government, and the public - need to work together to achieve the goal of sustainable development. The role of the provincial government is to coordinate and lead this broad initiative, but success ultimately

depends upon widespread participation from all sectors.

- The current structure of government decision making may not be well suited to the facilitating of a full and balanced integration of environmental conservation and economic development. Many issues do not reach the level of inter-ministry decision -- such as a committee of Cabinet or Deputy Ministers -- in a timely fashion. Also, many sustainable development issues are pertinent to both key Cabinet Committees, ELUC and CCRD. Therefore, the Task Force recommends that:

1) **The Cabinet Committee on Regional Development and Environment and Land Use should be combined into a single Sustainable Development Committee. This may require some amendments to existing legislation.**

The principles, conclusions, and recommendation, stated above, introduce the subjects the Task Force considered within its mandate and terms of reference. We have prepared a set of recommendations after reviewing the case for sustainable development.

In the Task Force's view, there are four cornerstones to achieving sustainable development in British Columbia:

- the creation of cross-sectoral forums or "round tables;"
- the development of a sustainable development strategy;
- the adoption of a workable system of dispute resolution and mediation mechanisms; and
- the fostering of public environmental education and information.

In the following sections of this report, each subject will be dealt with in turn. The recommendations offered are based on the submissions and information reviewed in fulfilling our mandate. Implementing these recommendations will place the province on the road to achieving sustainable development.

3.2 A Round Table for Sustainable Development

Discussion

As noted earlier in this report, the National Task Force proposed the establishment of environment-economy round tables as one of its more visible and popular recommendations. Among submissions received, the idea of round tables is embraced with virtual unanimity. Most submissions state or imply that round tables should serve as an advisory body to government. They could act as a consensus-building forum as well as a center for information exchange and dissemination. The specific purpose, structure, organization, relationship to government, mandate and power that round tables should exercise, however, is variously defined. They are expected to act as both a formal,

The Round Table should act as a catalyst for change in other organizations. It should play an advisory role and serve as a clearinghouse of information on sustainable development.

Brahm Wiesman, School of Community and Regional Planning, Brief #138

It will be important that the Round Table functions in a way that adds to the positive roles of existing organizations and does not duplicate well placed efforts that are currently established.... e.g. the B.C. Energy Project Review Process and the Mines Guidelines Process; the Federal Environmental Assessment Review Process; the National Energy Board hearings etc.

B.C. Gas Inc., Brief #194

legitimate channel into government decision-making, and a means of helping to resolve conflicting land use issues through open dialogue.

While the majority of people submitting briefs see the round table mechanism as advisory to government, there is considerable skepticism about the weight government will place on such advice. Some submitters assert that the round table should function as a decision-making body, with government ministers attending. Quite often, those who advocate decision-making power assert that government should be required to act upon the round table's decisions. In order to foster local input in decision-making, many submitters advocate regional round tables that would submit their advice or decisions to the provincial body.

Opinions vary on the actual duties of a round table. The most common role identified is the crafting and overseeing of a provincial conservation strategy. Many submissions suggest that regional round tables could assume responsibility for components of this strategy in their region. Some see the round tables devising long term policy or strategy, especially for land use, while others see them as a "people's conflict resolution mechanism." Some would give the round table an ombudsman's role, arbitrating public interests with the government, while others prefer the function of a watchdog and regulatory agency, overseeing both public and private sector activities. Many believe the round tables should play an important role in educating and informing the public, government, and the private sector about sustainable development and the conservation strategy.

According to most of the submissions, representatives on a provincial round table should be drawn from a cross section of society's interests and perspectives, including government representatives, and serve terms of from one to six years. If a core of opinion agrees that a round table ought to be broadly representative of the major sectors of society, there are many different views about what those sectors are.

A major reason for setting up the round tables is to encourage and support public involvement. Some suggest that the public should be able to attend any round table meeting, and the minutes should be public information. Some state that the round table should travel from region to region so that its exposure to local public input would be maximized. The round table is often suggested as the appropriate convenor of public meetings or hearings on specific issues. Many submissions also indicate that the round table should routinely produce and distribute reports, newsletters, and other forms of information to the public.

People who assert that the round table should have a broad and significant mandate also suggest the need for a research staff that is either wholly or partially independent of existing government agencies. In addition,

if the round table is to be served by some form of permanent staff, it must have an appropriate budget. Some submitters fear, however, that a round table with its own staff would quickly evolve into another level of bureaucracy. These people believe that government agencies or private consultants could do the research.

Recommendations

The Task Force agrees that the broad forum of a round table will be essential to foster sustainable development in British Columbia. Therefore it recommends that:

2) **A permanent Provincial Round Table should be formed as an advisory body to Cabinet. It should consist of individuals whose wide range of views reflect the full spectrum of environmental and economic interests.**

From nominations submitted by all concerned sectors, including, but not necessarily limited to, environmental and recreation groups, labour and business groups, Native groups, associations of local government, the public media, and professional and scientific organizations, candidates for the Provinical Round Table should be selected and appointed by Cabinet. In addition, senior representatives of the provincial government should be appointed to the Round Table.

The Co-chairmen of the Sustainable Development Committee, to whom the Round Table would report, should make the call for all sectors or interests to nominate candidates who are considered to be knowledgeable and representative of their field. Candidates may be members of particular organizations but should be appointed to the Round Table as individuals. Selection of members should be based upon equitability, suitablity, and strength of personal skills. The aim must be to assemble a body of knowledgeable individuals of diverse backgrounds, without regard to partisan views.

As the Round Table is to be an advisory body to Cabinet, it was determined that the most appropriate representatives would be Deputy Ministers. Deputy Ministers responsible for environment and economic development should be appointed by office as permanent members.

In order to initiate a staggered rotation of appointments, half of the first selection should be appointed for a term of three years and the remainder for four years. Appointments thereafter should be for three-year terms.

As a condition of membership, invited participants should agree to work together constructively to build consensus in the greater public interest. Furthermore, all participants of the Round Table should develop and agree to a working protocol at the very first meeting. This "code of ethics" governing their working relationship could include agreement on sharing information, cooperation, confidentiality, willingness to listen and test new ideas, intention to work towards

The very nature of the debate challenges the dominant cultural paradigm that "bigger and more is better."

Greenpeace, Canada,
Brief #24

A new decision-making process must be developed which is locally based but conducted within a sound provincial policy framework.

Cariboo Lumber Manufacturers' Association, Brief #122

consensus and creation of an atmosphere to solve problems, not simply to state non-negotiable positions. From this important base, an open dialogue and an open forum can be created.

As a general principle, service on the Round Table should be without remuneration. However, members who would not receive a salary from their employers during their attendance should be offered a per diem fee for service. Expenses should be paid for all members.

The Round Table should meet as often as required, but likely no more than monthly, and no less than quarterly. It should file an Annual Report with the responsible Cabinet Committee, reporting on its progress and activities, and this report should be tabled in the Legislature.

In order to open the dialogue to a wider range of perspectives beyond the membership, the Provincial Round Table should organize and host periodic conferences on sustainable development, to discuss issues of importance and begin the process of consensus-building.

With regard to the general duties of the Provincial Round Table, the Task Force recommends that:

3) The mandate of the Provincial Round Table should be drafted to include the following responsibilities:

a) to develop a strategy for achieving sustainable development in British Columbia;

b) to recommend processes and mechanisms for the resolution of land use and other environment-economy conflicts;

c) to advise Cabinet on environmental, land use, or economic development issues referred to it by Cabinet and to foster resolution of land use or other environment-economy disputes in situations where all affected parties have agreed to submit their problems to the Round Table;

d) to review and monitor the production of "State of the Environment" reporting, as completed by the Province;

e) to direct special studies and research to be conducted on matters under consideration by the Round Table;

f) to keep the public informed of its activities and progress, including the design of a Sustainable Development strategy; to inform the public how it can participate in formulating the strategy; and to disseminate information about the resolution of conflicts;

g) to monitor the Province's progress in implementing recommendations identified as important environmental and economic issues in Section

3.2 of this report, as well as the implementation of other recommendations of the National Task Force on Environment and Economy;

h) to receive and consider submissions from concerned individuals and groups on issues and problems.

British Columbia is a large and diverse province. A single provincial body cannot reasonably consider all of the issues that might be referred to it across all of the regions of the Province. Moreover, as many submissions emphatically point out, the development of a strategy for sustainable development, to be successful, must reflect local as well as provincial interests. Therefore, processes and mechanisms must be set up to enable and to encourage regional participation.

In principle, the Task Force supports the concept of regional and community round tables. However, the creation of such bodies warrants further consideration by the Provincial Round Table. Local round tables would operate most effectively if they were formed as the result of local or regional interest, on a case by case basis, rather than in response to provincial policy. Therefore, it is recommended that:

4) **The Provincial Round Table should create a framework to encourage regional participation, and should foster regionally based coordinating networks which may lead to the creation of Regional or Community Round Tables, should such bodies be desired.**

In order to carry out the Round Table's mission, it is recommended that:

5) **The Provincial Round Table and associated regional coordinating networks should be supported in their work by an executive director and a small professional support staff, independent of government ministries.**

The senior people serving the Round Table will require assistance from a full-time, permanent independent staff. The staff could include an education and research component to support the functions of the sustainable development strategy, government integration on environmental and economic matters, and dispute resolution. The form and function of this staff should evolve as circumstances change. Its creation and projects should be regularly reviewed, amended, and discarded if not useful.

The staff might consist of an information-education officer, two researchers, and clerical support, headed by an Executive Director. Funds should be made available for contract research. In addition, this staff should have the ability to second individuals from government ministries for special projects as required. It is suggested that an annual operating budget of approximately $1 million would be appropriate for the Round Table's needs.

A single Round Table at the provincial level, however well balanced, is not sufficient. The process of community-based consultation and citizen participation needs to be an ongoing and integral part of the Round Table, rather than an occasional or subordinate activity.

Social Planning and Research Council of B.C., Brief #112

But it will be doomed to failure if it is no more that yet another advisory committee, constrained by the limitations of seconded personnel and impotent because it does not have the resources to communicate with the public nor obtain independent advice.

A. Dorcey, Westwater Research Centre, UBC, Brief #92

A coordinated land use strategy is required immediately in British Columbia to place land use decisions and resource management strategies into a more objective framework.

Association of B.C. Professional Foresters, Brief #177

In British Columbia, our resource-based economy requires a comprehensive, long term management plan...encompassing issues of land use, long term plans for resource management, and preservation of the diverse species and ecosystems unique to B.C.

Sustainable Development Communications Project, Brief #140

Appointment of the Executive Director must be made with great care. The individual should possess considerable experience in consensus building and leadership and, while familiar with the spectrum of issues on a technical level, should be non-partisan relative to the myriad of interest groups associated with environmental conservation and economic development.

To facilitate the effectiveness of the Provincial Round Table and its staff, it is recommended that:

(6) The base operating budget for both the Round Table and its staff should be supplied by the Provincial Government. The private sector and non-government public organizations should be actively encouraged to contribute additional funds and volunteer labour for special research and communications projects, without gaining privilege or preferential consideration.

3.3 A Sustainable Development Strategy for British Columbia

Discussion

During the 1980's a variety of disparate interest groups have called for an improved way of making decisions about land use, environment, and development in British Columbia. The groups range from the forest industry to wilderness preservationists, and include alliances of all major land users. While these groups disagree on particulars, they agree on four basic points:

- there is a need for change in decision-making about land use;
- the most appropriate process for achieving change would be a conservation, land use, or sustainable development strategy;
- the provincial government should take the lead in developing the strategy, and
- all interest groups and the public should be fully involved.

The concept of a conservation strategy was launched in 1980 by the World Conservation Strategy. Subsequently, more than fifty national and sub-national conservation strategies have been developed. Canada's National Task Force on Environment and Economy recommended that every Canadian province and territory should have a conservation strategy in place by 1992, with progress reviewed at a major National Conference on Sustainable Development in 1990.

Recently, members of the world community have judged the term "conservation strategy" to be misleading, implying that its scope is limited to renewable resources and resource maintenance, to the exclusion of social and economic factors. For this reason, the new version of the World Conservation Strategy, due in 1991, may be designated the "Sustainable Development Strategy." In the request for submissions from the

general public, the term conservation strategy was introduced, rather than sustainable development. Therefore, the submissions refer to the conservation strategy. For the purposes of this report, we consider the terms can be used interchangably.

Virtually all submissions to British Columbia's Task Force support the need for a provincial conservation strategy. However, opinions diverge significantly on the definition and purpose of such a strategy. Three main schools of thought dominate.

The general public and environmental advocacy groups generally agree that a conservation strategy is needed because the environment faces an impending crisis. The environment is not able to support the demands of the economy and the two are on a collision course. In this view, at present rates of consumption and contamination, the natural environment is seriously threatened. Since the well being of the economy and of society ultimately depends on the environment, a strategy is needed to rectify the balance between development and preservation. The preservation of the natural environment should take top priority in this view, and a strategy of transition is needed to lead society into a new era of respect for the natural environment.

A more traditional perspective on conservation is held by industry and professionals associated with commercial resource use and management. In this perspective, a conservation strategy is an umbrella, a comprehensive plan under which it is possible to integrate and share the use of natural resources.

The word "conservation" has long been used by resource managers to refer to the balance between present rates of consumption and future options for use. This concept has been described as the "wise use" of natural resources. Many submissions from resource sectors assert that they have been practicing conservation over time, but that they are presently challenged to find a better way of blending the competing demands for land use. In this view, the main problem is assuring a continued supply of product from nature. These submitters see the removal of lands from their operating territories as the greatest threat to sustainable development. From an investment and business perspective, stability in the operating environment is all important, if enterprises are to function on a dependable basis.

A broad cross-section of groups and individuals, concerned with protecting environmental quality and continuing the economic development of natural resources, fall between these two views. According to them, economic health is necessary to support the quality of the natural environment, while a healthy environment assures a sustainable supply of resources for a vibrant economy. This group sees the conservation strategy as a comprehensive plan to balance the

A province-wide valuation of our physical and environmental resources such as timber, mineral, fisheries, farm land, water and air quality, should be made. This will provide the information required to develop accurate cost/benefit analyses of sustainable development alternatives.

MacMillan Bloedel Limited, Brief #78

A further element is recognition within the provincial natural resource pricing structure of the costs associated with pursuing the principle element of the conservation stategy. This presumes acceptance by government and the public of lower direct economic returns from utilization of natural resources in support of expenditures which promote conservation and sustainability.

Fletcher Challenge Canada, Brief #198

environment with economic interests.

Opinions also differ on the secondary elements of conservation strategy. Resource users emphasize the need to evaluate and inventory resources while others stress public awareness and education. There is relatively wide support for more localized decision making on resource allocation. Interestingly, both extremes expect localized decisions to favour their respective positions.

Many submissions called for routine "state-of-the-environment" reporting and for using the conservation strategy to introduce new conflict resolution mechanisms, such as mediation, to environmental issues, as well as to introduce monitoring and mitigation mechanisms, such as "environmental impact assessment."

According to various views, provincial or regional round tables would be responsible for preparing the conservation strategy, or this responsibility could be given to government, through the Ministry of Environment, possibly with an independent steering committee. A consortium of conservation-minded organizations was also suggested to author the strategy. Public input to the strategy, however, is widely endorsed.

Approval of the conservation strategy also elicited diverse opinions. The Provincial Round Table ought to approve or endorse the strategy, according to some; then, the Minister of Environment should be compelled to request the legislature to approve it.

In considering such a strategy, the Task Force reviewed the experience of other jurisdictions. It appears that conservation strategies are generally adopted as government policy statements, and usually include commitments to action by both government and non-government agencies. It is common practice for conservation strategies to be prepared jointly by government and non-government to set the environmental, social, and cultural bounds within which development can proceed.

The process of developing such a strategy elsewhere generally requires up to two years. Consensus building can be protracted, requiring much patience and tolerance. Other jurisdictions have approached the challenge in two stages, with a round table directing the initiative.

In stage 1, the round table would meet:

- to identify goals and objectives for resource management; and
- to obtain views on how the goals and objectives can be reconciled with other interests.

The first draft of the strategy would identify areas of agreement and disagreement across interests. Then, this report would be reviewed widely to ensure that it reflects the concerns of all parties.

In Stage 2, the round table would invite views about resolving the areas of disagreement. Reasonable

solutions or appropriate processes for dealing with matters of discord would be identified. The second draft of the strategy would include a set of policies outlining the areas of agreement, and setting out processes for resolving disagreements. After the strategy is circulated and further comments considered, the strategy would be submitted to government for approval as policy. Henceforth, all resource development decisions would be guided by the strategy.

Recommendations

The scope of a strategy for British Columbia should include all aspects of conservation and development of the natural resources and environment. The strategy should be concerned equally with developing a sound, diverse and sustainable economy, and with conserving a healthy, diverse and sustainable environment.

Most proposals have concentrated on allocation and management of land uses, conservation, maintenance, and preservation; such proposals wrongly leave promotion of development to economic development plans. This separation would unrealistically divorce development plans from consideration, and vice versa. Achieving sustainable development requires the sincere integration of the interests of both the environment and the economy.

Therefore, the Task Force recommends that:

7) **British Columbia should develop a Sustainable Development Strategy aimed at integrating environmental conservation and economic development. The Provincial Government should immediately initiate the strategy by assigning this task to the Provincial Round Table.**

8) **The Sustainable Development Strategy should be comprehensive in scope, embodying the full range of environmental conservation and economic development issues.**

The submissions to the Task Force identified many important topics to be addressed in the sustainable development strategy. These major issues require considerable expertise and many are the full time responsibilities of various ministries of government. While the strategy cannot resolve such large issues, it should be developed to help give direction in these matters:

- industrial and domestic pollution of air, land and water.
- domestic and industrial waste.
- toxic wastes and other hazardous chemical products.
- energy production and conservation.
- natural environments and wilderness.
- neglected or disturbed environments.
- high productivity agricultural lands.
- forest lands management.
- mineral and petroleum resources.

...to effect lasting changes to a large and complex decision-making structure one must secure the willing participation of a substantial number of the participants in the system.

West Coast Environmental Law Association, Brief #7

- crown land.
- land use strategy and conflict resolution.
- integrated resource management.
- economic diversification.
- economic development guidelines.
- resources inventory and database.
- wildlife and fishery conservation.

Comprehensive, systematic, and imaginative treatment of this broad array of issues is necessary. Definitions of the scope of the strategy will involve a balance between comprehensiveness and practicalities of getting results. With goodwill and conscientious effort important progress can be made toward sustainable development in British Columbia.

The Round Table must work to find consensus on matters about which substantive progress is likely to be achievable. This process should not be impeded by attempting to resolve issues that lie beyond its capabilities. For example, while many submissions noted the importance of dealing with Native land claims, the Round Table or the sustainable development strategy are not considered to be appropriate forums. It is conceivable, however, that certain Native concerns, such as the trapping/forestry issue raised in the Carrier Sekani Tribal Council submission, can be handled within the strategy without affecting or being affected by the larger Native land claims issue.

The Task Force further recommends that:

9) **The Sustainable Development Strategy should ultimately be approved by the British Columbia Cabinet; and**

10) **All user groups and the general public should be encouraged to participate fully throughout the preparation of this strategy.**

In this way, British Columbia's sustainable development strategy will be a true partnership between the governmental and non-governmental sectors. Appendix 4 contains a plausible sequence and schedule for the preparation of this strategy.

3.4. Conflict Resolution

Discussion

The Task Force felt that the issue of resolving disputes and conflicts is fundamental to achieving sustainable development. The Round Table will help forge a consensus around sustainable development. A sustainable development strategy will help British Columbia deal with our future. But specific issues of conflicting interests arise regularly in the province -- the Stein River Valley, Carmanah Creek, and Moresby Island are a few examples of controversial disputes. Even legitimate processes like the Site C hearings can be dysfunctional when both sides hire their own experts and lawyers, and an adversarial climate is created.

Both the Brundtland Commission and the National Task Force on Environment and Economy recommend greater public participation in decision making. Although a Sustainable Development strategy can involve the public in decision making, it does not eliminate all conflicts, but provides directions in how to deal with them. A Sustainable Development strategy may prevent some conflicts from occurring, but it can only channel others to appropriate processes, some of which will need to be created. Within the Sustainable Development strategy, a wider array of conflict resolution mechanisms should be developed in British Columbia.

To build a sustainable development strategy that works for future generations, then, British Columbians must look to processes that solve these inevitable disputes. For this reason, the Task Force has examined the use of dispute resolution techniques.

A variety of mechanisms are used by government to weigh issues and resolve disputes. Examples are: special commissions, Royal Commissions, the Environmental Appeal Board, the Office of the Ombudsman, various project development guidelines, public hearings, the judiciary. The general public appears to have a poor understanding of how and when these processes are initiated and of the specific roles they serve.

Interest groups and coalitions have called for better forums to resolve conflicts in environmental and economic development issues. Since 1986, the Environment and Land Use Committee of Cabinet has received such proposals from: the B.C. Forestry Association and the Outdoor Recreation Council, the B.C. Wildlife Federation, the Cariboo Lumber Manufacturers Association, and parties to the recent Dunsmuir Agreement on a Provincial Land Use Strategy, which consisted of groups from all land use perspectives including government and crown corporations.

Similar recommendations have appeared in government-commissioned reports over the last four years. For example, in 1986, the Wilderness Advisory Committee recommended a permanent Advisory Council to make recommendations on resolving conflicts over wilderness designations. In the Province's 1988 regionalization initiative, one of five requirements to achieve sustainable development is "to provide effective mechanism for resolving land use conflicts." The Ombudsman's 1988 report on Aquaculture devoted significant attention to resolving disputes through negotiation, and stated that "neither the courts nor the current administrative structure may be well-suited to ensure a balanced and enduring resolution." It concluded that "consensual dispute resolution techniques ... should be recognized, promoted and applied as official policy by all relevant Ministries, and should as appropriate, be recognized and

It is crucial that your recommendations on the round tables in British Columbia recognize the inevitability of major conflicts and be designed so as to facilitate their progressive resolution.

A. Dorcey, Westwater Research Centre, UBC, Brief #92

I would avoid the word "education" as it implies a one-way exchange. A more successful mechanism would be dialogue. It is foolhardy to continue the present method of land management by "clamour" -- wherein the party with the best media coverage obtains victory.

North Island Woodlot Association, Brief #115

implemented through amendments to existing legislation."

Environmental dispute mediation is a relatively new field, but numerous dispute resolution institutes in the United States, drawing on experience in labour-management negotiations, have been mediated major and minor environmental disputes. Both the Universities of British Columbia and Victoria have set up Institutes for Dispute Resolution in recent months.

All parties to an environmental dispute have a right to be uncompromising in their values. Values can be and are maintained in the process of mediated disputes. The goal of mediation is to get agreement first on the process that will be used to reach an agreement, then on the nature of the problems; that is, what each party must achieve in order to reach agreement. When constituents voluntarily meet to generate alternatives, profoundly creative solutions can be found to problems that were previously thought to be intractable. Inherent in environmental dispute resolution is this assumption: the parties are good judges of what the real issues are and whether they can negotiate an adequate resolution.

Achieving the harmonious integration of environmental conservation and economic development will ultimately require that, as a Province and a society, we become much more effective at bringing disparate parties together. With the establishment of the Round Tables and agreement on a Sustainable Development strategy, interest in finding common ground will grow dramatically.

Recommendations

The Task Force believes that in many instances otherwise intractable disputes concerning environmental-economic development can be resolved, given the correct mechanisms. Therefore, it recommends that:

11) Techniques of negotiation and mediation should be introduced to resolve environmental conservation and economic development disputes with the Round Table fostering these techniques in instances when all affected parties agree to the process.

12) The public should be informed of the formal processes of dispute resolution available. The Provincial Government should prepare a public document that clearly explains the policy and process for initiating dispute resolution techniques.

3.5 Communication, Education and Awareness

Discussion

An "environmentally literate" citizenry is critical in achieving sustainable development. The Task Force was asked to recommend to government "a communications and public education program to promote understanding of the relationships between the

environment and economic development." Such a program must address key issues, some of which have led to the Task Force's recommendations on Round Tables, the Sustainable Development Strategy and Dispute Resolution Mechanisms.

Channels must be set up to improve two-way communication between decision making bodies and the general public. Steps must be taken to provide improved public access to information as well as to demonstrate government's willingness to initiate changes in the current decision making framework.

Before undertaking a large scale campaign of public information and education, it may be beneficial for government to initiate in-house training programs on sustainable development principles and applications. This step may help to demonstrate the government's own long-term commitment to the concept and to engender broader public support for "top-down" education efforts, such as the publication of reports and pamphlets.

The public also needs to be aware of current government programs and initiatives in environment-economy integration. An analysis of the briefs received indicates that many people do not have a good understanding of the measures presently used by the government to protect the environment or the opportunities that individuals now have to influence the decision making process. To help address this problem, the Background Papers prepared by each Ministry for the Task Force, could be edited into a single document and published as an initial guide to current practices in British Columbia.

By getting beyond the day to day reporting of issues, it is possible to foster a much greater understanding of the interdependency of economy and environment in a broader context. With greater appreciation for the complexity of current environmental-economic problems and the decision making process, the general public will be better equipped to provide rational and useful input to decision makers.

The submissions contained many suggestions for implementing a major public information/education program. Considerable support was expressed for greater access to government information, state of environment reporting, production of newsletters, reports, and videos.

The Round Table should play a key role in disseminating information and increasing public awareness of sustainable development issues. By carrying out independent research and contracting out specific tasks, the Round Table can serve as a major source of neutral and credible public information. Most briefs are unanimous in suggesting that an information officer be appointed as the main liaison between the Round Table and the media, community groups, and interested parties.

An award system, like the "Environmental Awards" presented

A knowledgeable and aware public is one which is able to contribute to and support appropriate resource decisions.

B.C. Forestry Association, Brief #199

The public is poorly informed about the activities of its resource agencies. It is also oblivious to the dependency of extractive processes like hunting and fishing, logging, grazing and mining in sustaining development.

Mining Association of B.C., Brief #3)

The public must be informed of the facts and not left to form their opinions from sensationalized reporting and demonstrations of civil disobedience by extremist preservation groups. ...The education curriculum must contain a balanced and factual environmental and economic view of how our natural resources contribute to the economy and the importance of sustaining these resources for the future.

Interior Lumber Manufacturers' Association, Brief #178

by the Minister of Environment, was suggested to recognize those individuals or companies that have made significant efforts in the area of sustainable development. Various types of funding or financial incentives were also thought to be essential to encourage the development and implementation of innovative, sustainable approaches to development.

Many submissions stressed the need for a more "grass-roots," community-based approach to education and information efforts. The proposed regional coordinating networks may provide the best opportunity for public input and participation in the development of sound information and education programs. They can also encourage and support the actual implementation of specific local campaigns and initiatives. Through linkages with the provincial Round Table, public participation and input will also be assured at the provincial level.

There was considerable interest expressed in developing community demonstration projects that would provide concrete and identifiable models for change. The value of "hands-on" experience with sustainable development issues was frequently stressed. For example, local conservation and recycling programs have already increased public awareness towards conservation in some communities.

In the schools, learning tools should be developed at all levels to facilitate understanding of ecological processes and the interdependency of the environment and economy. In its brief to the recent Royal Commission on Education, the Ministry of Environment and Parks pointed out that many professionals and the general public already strongly support increased environmental education in the school system. Most educators stressed the need for greater student awareness, knowledge and participation in activities that would help them develop the attitudes and skills required for solving real world resource and environmental problems.

Professionals trained in the complex interrelationships of environmental and economic issues should develop educational curricula for use at the elementary and high school levels. Again, such a program could be sponsored by the Round Table to ensure a balanced presentation of views.

The province's colleges and universities also have a vital role to play, both in training professionals and providing continuing education to the general public, as well as in training those employed in the resource fields. Although various programs in resource management, environmental studies and sustainable development are already offered at the university level, some efforts could be made to help ensure that the content of programs is comprehensive and balanced. The three public universities in the province should consider forming a joint council to coordinate their educational

programs in fostering sustainable development.

Recommendations

The Task Force recommends that:

13) **The Provincial Government initiate in-house training programs on sustainable development principles and applications for its staff in all Ministries dealing with environment, land use, and economic development issues.**

14) **The Background Papers prepared by each Ministry be edited into a single document and published as an initial guide to current sustainable development practices in British Columbia.**

15) **The provincial Round Table play a key role in disseminating information and facilitating public awareness.**

16) **An information officer be appointed to the Round Table's secretariat as the main liaison with the media, community groups, or interested parties.**

17) **A system of awards be established to recognize those individuals or companies that have made significant efforts in the area of sustainable development.**

18) **Recognizing the demands placed on the education system in introducing new curriculum, the Round Table should work with the Ministry of Education to coordinate the development of suitable course materials on sustainable development.**

3.6 Scientific and Research Activities

Discussion

To this point the report has largely dealt with issues of government organization, the creation of Round Tables and processes of dispute resolution. These are all crucial and important steps that can help to deal with the issues of economy and environment as they are presently perceived and understood. But the research needs that underlie issues of the environment and economy have not been addressed. Our understanding of the world around us is constantly evolving as new ideas, new information and new ways of seeing problems change our perception of the environment and the economy. The changes are proceeding at a very rapid rate; we can expect them to continue and even accelerate.

Twenty years ago, when man left the earth and travelled to the moon, we gained a new perspective on our fragile planet. The pictures we saw of the earth from space profoundly altered our perception of our home planet. Today, there are satellites mapping the planet continually and providing us frequent looks at its changing surface.

Over the past 100 years, British Columbia has developed a society built upon its resources and the environment. We have a relatively small population inhabiting a large

A long-term commitment from the provincial government to communication and public education is essential to avoid the perception that sustainable development is a popular fad which will be dropped in short order.

Planning Institute of B.C.,
Brief #152

All workshops suggested the use of demonstration projects carried out at the local level. These would serve to publicly demonstrate the environment-economy link, and that we only have an economic future if we have a resource base to support it.

Northern Institute for Conservation Research, Brief #39

land area of vast contrasts. It is no accident that we have become knowledgable in land-related businesses. We have acquired expertise in exploring for minerals, in developing them, in using the forests, in transportation, and in communications. Our satellite work is based on the analysis of the earth and draws on the strengths of modern science. Our chemists and our physicists and our oceanographers know much about how the earth works. We are expert in the study of oceans, atmospheres and global climates.

From our knowledge of earth, ocean and space we have established a range of expertise and competence that can usefully be harnessed to address the issues of environment and economy integration. Solutions to problems of waste disposal now have both a socio-political and a technical dimension. Issues of how various chemicals affect human health occupy two sides of the same coin; on the one hand, how chemicals can cause illness, and on the other hand, how they can cure disease.

British Columbia has adopted a science policy. One of the elements of this policy explicitly recognizes our unique circumstances and urges that these be used as a base for new scientific and technological initiatives. Many of the things we must do to understand the environment derive from or build on what we know about our lands and oceans from resource studies. As the world becomes more environmentally aware, it will increasingly turn to science and technology to understand the issue of monitoring and assessing. Many problems will require international cooperation and sharing of information. This is a two-way street. We must have our information to share. We can also develop marketable products based on this growing need as many B.C. companies have already done.

Recommendations

The Task Force, therefore, recommends that:

19) **A British Columbia Institute for Sustainable Development should be created. This institute would not be associated with any one university but would draw on the existing expertise at all the institutes for higher education and research. The institute would be an interdisciplinary network to foster advanced research and not a centralized facility. The Round Table should be instructed to recommend the nature and mandate of this institute and to seek the necessary resources from government and the private sector for its operation. The institute would develop an action agenda for research in science and technology, in health science and socio-economic studies.**

3.7 Other National Task Force Recommendations

Discussion

The National Task Force's Report has been endorsed by the Canadian Council of Resource Ministers and by the First Ministers of the Provinces. British Columbia has further affirmed its commitment to sustainable development by initiating this Task Force. Evidence given to the Task Force, particularly in the form of the Ministry Background Papers, indicates that many aspects of existing programs currently meet the intent of the National Task Force report or could do so with minor modification. However, the National report recommends (7.1) that each jurisdiction develop an "action plan" to show how it will implement the report. To date the province has not done so. Such a plan would be of great value as an indication of the province's intent, particularly given the low public awareness of existing government policy and programs.

In order to monitor the province's progress towards sustainability, the Round Table could be given the specific mandate to review the ongoing action plan on a regular basis. Two areas in particular stand out: routine state of the environment reporting and reporting on demonstration projects. The province should make every effort to take specific action in this regard. Further detailed analysis of the action plan should be left to the Round Table and its staff.

Recommendations

The Task Force recommends that:

20) The Provincial Government complete and publish an Action Plan as recommended by the National Task Force, outlining an appropriate implementation strategy for the National Task Force's recommendations.

21) The Round Table be given the mandate and responsibility for monitoring the Province's progress in implementing the Action Plan.

22) The Provincial Government take immediate action in the areas of State-of-the-Environment Reporting and Demonstration Projects.

Afterword

British Columbians can meet the challenges of sustainable development. The unanimous recommendations outlined in this report are designed to provide a solid foundation for a truly sustainable future.

Meeting the goal of *Sustaining the Living Land* will require the cooperation and goodwill of all British Columbians concerned with balancing and integrating our environmental, economic and social futures.

Appendix 1

Task Force Members And Staff

Chairman:

Dr. David Strangway, President, University of British Columbia

Members:

Dr. Bert Brink, Education and Conservation Chairman, British Columbia Federation of Naturalists
Mr. Richard Dalon, Deputy Minister of Environment
Mrs. Wendy B. McDonald, Chairman of the Board, B.C. Bearing Engineers Ltd.
Mr. Robert Plecas, Deputy Minister of Regional Development
Mr. Roger Stanyer, President, I.W.A. Local # 1-80
Mr. Matt Vickers, Executive Director, Gitksan Wet'suwet'en Government Commission

Executive Secretary:

Mr. Jamie Alley

Consultants:

Mr. Ken Youds, Special Assistant
Ms. Karen Wipond, Research Officer

Administration:

Mrs. Denise Hansen

Editing and Report Preparation:

Ms. Sheila Jones, International Wordsmiths Ltd.

Appendix 2

Mandate, Terms of Reference and Process

The Mandate

As part of the reorganization of the government of B.C. in July of 1988, the Ministers of Regional Development and Environment announced the formation of a special Task Force on Environment and Economy, reporting directly to the Cabinet Committee on Regional Development (CCRD), and the Environment and Land Use Committee (ELUC). The Task Force would make recommendations on achieving a better integration of the policy objectives of these two committees. After the Ministers consulted with interested parties, the Terms of Reference for the Task Force were drafted and approved by Cabinet as an initiative of the entire government. In December of 1988, Dr David Strangway, president of the University of British Columbia, agreed to serve as chairman and, in January, the following six members were appointed: Wendy MacDonald, Dr. Bert Brink, Roger Stanyer, Matt Vickers, Bob Plecas and Richard Dalon.

The Terms of Reference

In general, following the Terms of Reference, members of the Task Force were asked to review both *Our Common Future* and the *National Task Force Report* and to recommend to government how their principles could be implemented in the context of British Columbia. Specifically, the Task Force was asked to make recommendations on the following:

a) the function, role and membership of a permanent provincial Round Table on Economy and Environment;

b) the elements of a provincial conservation strategy that will support sustainable economic development;

c) a communications/public education program to promote understanding of the relationships between the environment and economic development; and

d) the desirability of adopting other National Task Force and World Commission recommendations in British Columbia.

The Process

Each member of the Task Force was broadly representative of or associated with a major sector of society: academe, native peoples, industry, environmental conservation, labour, and government. In addition, in the limited time available, as much input as possible was sought from organized groups and associations, businesses and, most importantly, from interested members of the public.

At its first meeting, the Task Force decided to make public all the correspondence and material it received when its report was released. Recognizing that

full-scale public hearings were not feasible and would be better left to a future permanent mechanism such as a Round Table, individual members of the Task Force and the Task Force Secretary were encouraged to consult as widely as possible on behalf of the entire membership.

Over 150 letters were sent by the chairman to identified environmental and business associations, soliciting material pertaining to the Task Force's Terms of Reference. In addition, advertisements were placed in most daily and weekly newspapers throughout the province to solicit further information from the general public.

To assist in preparing briefs, a series of worksheets based on the terms of reference were prepared and distributed to any interested party that contacted the Task Force. By the end of April, close to 200 briefs had been received and analyzed by the Task Force. Discussion of the content of the briefs is found interwoven into the appropriate subsections of Chapter 3. Appendix 3 provides a complete list of the sources of all submissions.

The Task Force also consulted with experts who had been involved in the Brundtland Report, the World Conservation Strategy and the National Task Force Report. A special session on environmental mediation was held with knowledgeable practitioners that gave the members insights into approaches used in other jurisdictions. Finally, senior officials from both the federal and provincial governments were consulted to ensure an up-to-date understanding of current government programs and initiatives. Most of the provincial natural resource Ministries provided written material on current efforts to meet the recommendations of the National Task Force.

The Task Force prepared its report based on the advice contained in the briefs submitted by the public, on its discussions with former staff and members of the Brundtland Commission and the National Task Force, and through a series of meetings and retreats. Drafts were prepared and carefully reviewed and discussed to ensure that the final report would reflect the unanimous recommendations of the entire Task Force.

Appendix 3

Source of Briefs Submitted to the Task Force on Environment and Economy

Academic/Educational Institutions:

Alan Cornford, Natural Resource Management, SFU
Grad students: Planning & Resource Man., UBC,SFU
Irving Fox, Professor Emeritus, UBC
J.P. Kimmins, Faculty of Forestry, UBC
Peter Dooling, Faculty of Forestry, UBC
Robert Feagan, Department of Geography, SFU
Royce Warren, PHD student, Resource Man.
S.Bailey, Planning for Sust. Dev. Symp., UBC
School of Community and Regional Planning, UBC
Social Planning and Research Council of B.C.
Vancouver Community College
Westwater Research Centre, UBC
W.K. Oldham, Civil Engineering, UBC

Business & Industry:

B.C. Gas Inc.
B.C. Hydro
Canadian Forest Products Limited
Cominco, Exploration Division
Edwards Associates Logging
Fletcher Challenge Canada
Houston Forest Products Co.
ISCA Management Ltd.
J.R. McMaster, Touris Operator
Lignum Ltd.
MacMillan Bloedel Ltd.
Pacific Metals Ltd. (recycling)
Pacific Post Productions
The Northair Group
Trans Mountain Pipe Line Company Ltd.

Business & Industry Associations:

B.C. Trappers Association
B.C. Cattlemen's Association
Business Council On National Issues
Canadian Federation of Independent Business
Cariboo Lumber Manufacturers' Assn.
Council of Forest Industries of B.C.
East Kootenay Prospectors Association
Interior Lumber Manufacturers' Association

Mining Association of B.C.
The Vancouver Board of Trade
West Kootenay Forestry Alliance

Citizens Associations:

Citizens' Coalition For Wise Land Use
Naramata Citizens Association
Steering Comm. for Sust. Devel. of Clayoquot Snd.
Vancouver Island Public Interest Research Group

Committees:

Forest Land Use Liaison Committee of B.C.

Consultants:

C.D.S. Research
Canadian Waste Management Ltd.
First Water Count Systems Ltd.
Guy Dauncey
L.E. Smith & Associates
Landsman Community Services Ltd.
Linea Consulting
P.J.B. Duffy and Associates Ltd.
Patricia Keays Consulting
Regional Consulting Limited
Business Council of B.C.

Educational Associations:

B.C. Forestry Association
B.C. Humane Education Society
Interpretation Canada (B.C.)
Sustainable Development Communications Project
Victoria International Development Education Assn.

Environmental Associations:

Aldergrove Lake Regional Park Assn
B.C. Environment Network Sus. Dev. Committee
Canadian Parks and Wilderness Society
Central Okanagan Naturalist's Club
Citizens Association to Save the Environment
Clear-cut Alternatives (Galiano)
Comox Strathcona Natural History Society
Darke Lake Watershed Protection Alliance
East Kootenay Environmental Society
Environmentally Sound Packaging (ESP Coalition)
Fraser River Coalition
Friends of the Stikine

Greater Victoria Environment Network
Greenpeace
Hedley Environmental Protection Committee
Kootenay Centre for a Sustainable Future
Lakes District Friends of the Environment
Mitlenatch Field Naturalist Society
Nanaimo Field Naturalists
Nechako Neyenku Society
North Island Woodlot Association
North Okanagan Naturalists' Club
Okanagan Similkameen Parks Society
Oliver-Osoyoos Naturalists
Peace Valley Environmental Assn.
Saltspring Sierra Club
Save the Bulkley
Sierra Club of Western Canada, Victoria
Sierra Club of Western Can., North Columbia Group
Society to Stop the Env. Greenhouse Effect
Sunshine Coast Recycling and Processing Society
Swan Lake Christmas Hill Nature Sanctuary
The Federation of B.C. Naturalists
The Nature Trust
The Valhalla Society
Thompson Watershed Coalition
Vancouver Natural History Society
White Rock and Surrey Naturalists

Environmental Institutions:

Northern Institute for Conservation Research
Pacific Institute for Study of Cult.& Ecol. Sust.

General Public:

(Note: Where individuals stated an affiliation with a particular group or association, it has been noted beside their name.)

Margaret Mckee, Prov. Council of Women of B.C.
Adeline Nicol
Bette Pepper, Provincial Council of Women
Billy Potash- organic farmer!
C.H. Jeanes
Christine Riek
Dale McGregor and Meredith Quartermain
Daphne Smith
Daphne Solecki, Vanc. Natural History Soc.
David Anderson

David Lewis
David Ramsay, student, UBC
Earl J. Smith
Edo Nyland (R.P.F.)
Evelyn Oberg
F. Bedford
F.H. Kelman
Fern Payne
Fred Marshall, R.P.F.
Gayle McGee
George Jenkins, Socialist Party of Canada
Gerald Walker
Gordon Arthur
Gordon Borgstrom
Gordon Merrick
H.L. Peterson
Hal Knight
Herbert Daum
J.A. Pelter
Jack Barrett
Jacques Donat
Janet Denison
Jeff Hawker
John Wells
Judy Ann Jachimow
Juergen Hansen
L. & V. Bradley
Leo Rutledge
Lois Carson Boyce
Lora and Edward Lea
Lou Bernamman
Mary Morris
Mary Rawson
Nora Layard
Paul Calderhead, Federation of B.C. Naturalists
Philip Haddock
Phillip Petrik, student
R. Gordon
R.D. Watts (P.Eng., P.E.)
Richard Porter (Geographer)
Rick Osenenko
Ron Jarvis
Rosemary Fox
Rudi Schwertner (P.Eng.)
Sarah Groves
Sharon Rempel

Stephen N. Partington, Vanc. Natural History Soc.
Trevor Houlden
Ursula Lowrey
W.E. Schill
Wady Lehmann
Wendy Tolksdorff

Government Agencies:

Fraser River Estuary Management Program
Islands Trust

Labour Unions:

IWA Canada

Municipalities:

Union of B.C. Municipalities

Political Parties:

Green Party of B.C.
N.D.P. Party, John Cashore, MLA

Professional Associations:

Applied Science Technologists and Techs. of B.C.
Association of B.C. Professional Foresters
Association of Professional Biologists of B.C.
B.C. Institute of Agrologists
B.C. Medical Association
Planning Institute of B.C.
Selkirk College Faculty Association Executive
The Association of Professional Engineers
The B.C. Society of Landscape Architects
West Coast Environmental Law Association

Recreational Associations:

Council of B.C. Yacht Clubs
Outdoor Recreation Council of B.C.
Recreational Canoeing Association of B.C.

Regional Districts:

Regional District of Comox- Strathcona

Religious Associations:

Parish of St. Francis-in-the-Wood
Trinity United Church
United Church of Canada-Environment Working Unit
West Point Grey United Church

Tribal Councils:

Carrier Sekani Tribal Council

Women's Associations:

Vernon and District Women's Centre

Appendix 4

Possible Schedule For Preparing The Sustainable Development Strategy

Preparation of the sustainable development strategy will require two years. If the strategy is to be approved by Cabinet and the Legislature in early 1992, preparation should start at the beginning of January 1990:

Preparation Stage 1: (Winter-Spring 1990)

Explanation of process; invitations to submit briefs; and commissioning of sectoral and background documents.

- Steering committee and, as necessary, its secretariat are established. Prepare briefing document on strategy and consultations. Invite submissions of briefs. Prepare terms of reference for background documents. Issue requests for proposals.
- Form working groups. Commission sectoral and background studies (including opinion survey).
- Hold public meetings on objectives and principles.

Preparation Stage 2: (Spring to Fall 1990)

Submission of briefs and preparation of sectoral and background studies and surveys.

- Prepare synthesis of public views on objectives and principles. Design, print and carry out opinion survey.
- Prepare sectoral and background studies.
- Prepare first draft of evaluation of the socio-economic contributions of British Columbia's natural resources and environment. Prepare first draft of provincial strategic land use plan.
- Receive public briefs.
- Conduct workshops to review the evaluation of socio-economic contributions, and provincial strategic land use plan.
- Conduct workshops to review sectoral and background studies.

Preparation Stage 3: (Fall 1990 to Spring 1991)

Preparation and review of first draft of assessment of the main resource management issues in British Columbia, cross-sectoral policy, and action plan.

- Prepare first drafts of assessment of the main resource management issues in British Columbia, cross-sectoral policy and action plan.
- Revise evaluation of socio-economic contributions, and provincial strategic land-use plan.

- Print first drafts of strategy documents (evaluation of socio-economic contributions, assessment of the main resource management issues in British Columbia, cross-sectoral policy and action plan) and provincial strategic land-use plan; distribute for public view.
- Conduct public review, including workshops and public meetings of first drafts of strategy documents and provincial strategic land-use plan.

Preparation Stage 4: (Spring to Fall 1991)

Preparation and review of second draft of strategy documents.

- Prepare second drafts of strategy documents and provincial strategic land-use plan.
- Conduct working group/workshop/round table reviews of strategy documents and provincial strategic land use plan.
- Revise strategy documents and provincial strategic land use plan.

Preparation Stage 5 (Winter 1991-1992):

Adoption of the British Columbia sustainable development strategy.

- Submit to Cabinet the revised second draft of strategy documents and provincial strategic land use plan.
- Obtain approval. Cabinet adopts British Columbia sustainable development strategy.